

RESOLUTION NO. 29290

A RESOLUTION ADOPTING THE UPDATED LAND USE POLICY FOR THE LOOKOUT VALLEY AREA PLAN FOR THOSE PROPERTIES FRONTING BROWN'S FERRY ROAD BETWEEN INTERSTATE 24 AND CUMMINGS HIGHWAY.

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**WHEREAS**, the Lookout Valley Area Plan was originally adopted by Resolution Number 23860 on July 8, 2003 by the Chattanooga City Council; and,

**WHEREAS**, a number of recent zoning requests along the Brown's Ferry Road corridor have challenged the recommendations of the Lookout Valley Area Plan; and,

**WHEREAS**, the Chattanooga City Council on June 20, 2017 adopted Resolution Number 29078 requesting that the Chattanooga-Hamilton County Regional Planning Agency review and update the land use policy for properties fronting Brown's Ferry Road between Interstate 24 and Cummings Highway; and,

**WHEREAS**, the Chattanooga-Hamilton County Regional Planning Agency conducted several meetings with the Lookout Valley Neighborhood Association, area residents, and property owners along Brown's Ferry Road from Interstate 24 to Cummings Highway to discuss the appropriate future land use for this corridor; and,

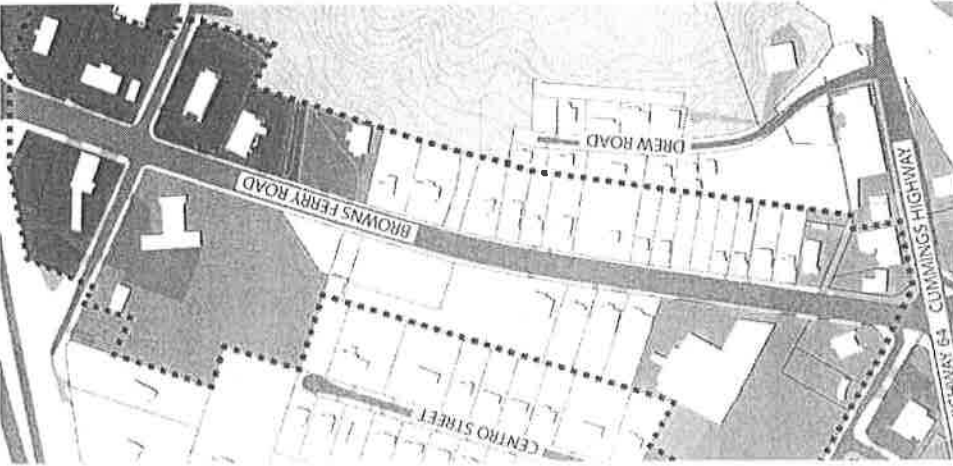
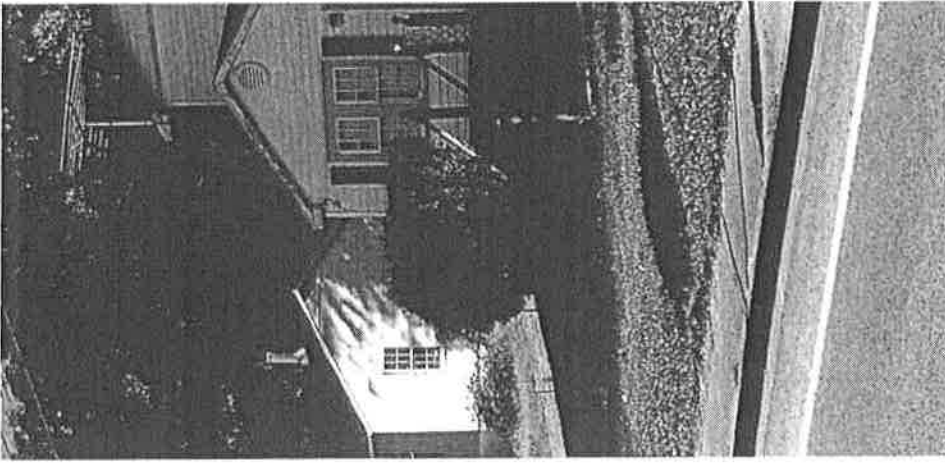
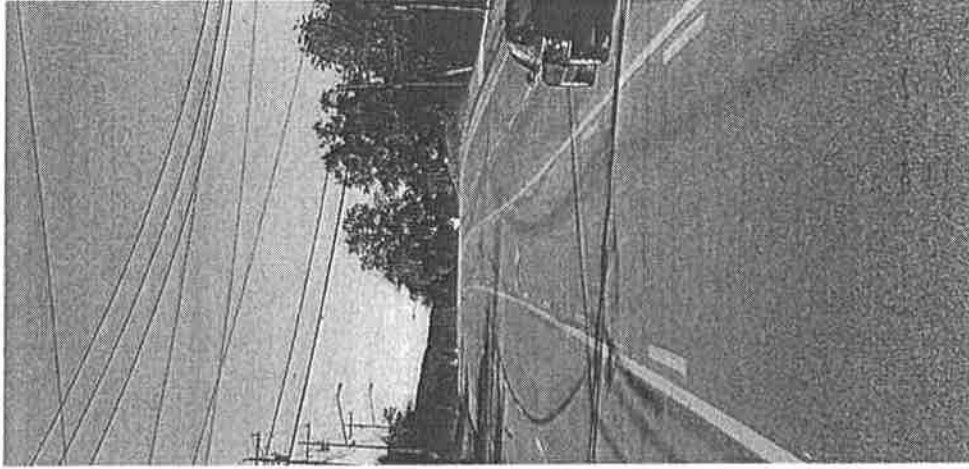
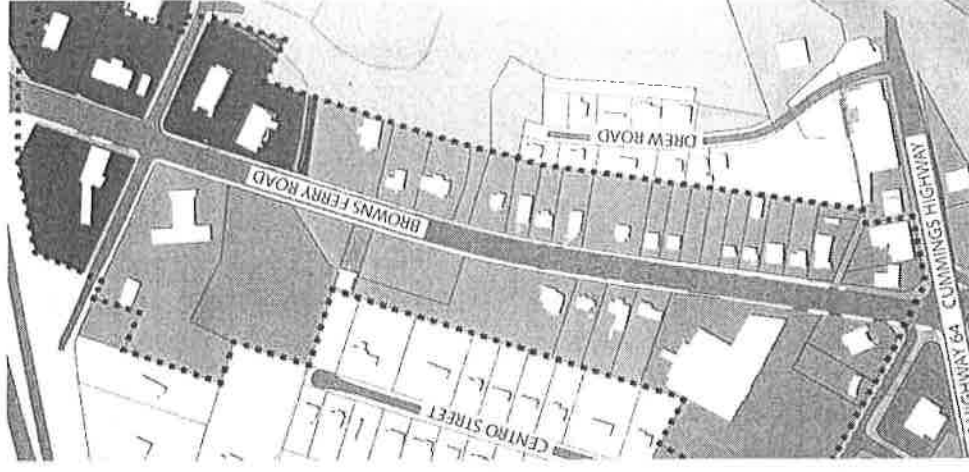
**WHEREAS**, results of the neighborhood meetings indicate a change along this corridor could be appropriate if the permitted uses were limited such as sit down restaurants, small, medium, and large businesses, and mixed-use development; and,

**WHEREAS,** the Chattanooga-Hamilton County Regional Planning Agency recommended changing the proposed land use for the Brown's Ferry Road corridor from Interstate 24 to Cummings Highway from Low Density Residential to Neighborhood Commercial.

**BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE,** That it hereby adopts the updated land use policy for the Lookout Valley Area Plan for those properties fronting Brown's Ferry Road between Interstate 24 and Cummings Highway.

**ADOPTED:** January 9, 2018

/mem



# BROWN'S FERRY ROAD

Land Use Policy Update



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A RESOLUTION AUTHORIZING THE CHATTANOOGA-HAMILTON COUNTY REGIONAL PLANNING AGENCY TO REVIEW AND UPDATE THE LAND USE POLICY FOR PROPERTIES FRONTING BROWN'S FERRY ROAD BETWEEN INTERSTATE 24 AND CUMMINGS HIGHWAY.

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BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF CHATTANOOGA, TENNESSEE, That it is hereby authorizing the Chattanooga-Hamilton County Regional Planning Agency to review and update the land use policy for properties fronting Brown's Ferry Road between Interstate 24 and Cummings Highway.

ADOPTED: June 20, 2017.

/mem

## OVERVIEW

### PURPOSE/SCOPE OF WORK

The purpose of this document is to recommend a land use policy update for the stretch of Brown's Ferry Road between Interstate-24 and Cummings Highway. This policy may be adopted in its entirety or in part. Once adopted, the recommendations in this policy supplant the former recommendations in the 2003 Lookout Valley Land Use Plan.

This policy is a reflection of the input provided by property owners within the study boundary [Figure 1], other residents in the Lookout Valley area, and the professional recommendations of RPA staff.

### BACKGROUND

On July 8, 2003 the Chattanooga City Council adopted the Lookout Valley Area Plan (Resolution #23860). The plan has served, and still serves, as a general policy guide for future community improvements and rezoning requests. It has been used to provide a basic framework for land use, transportation, public services, and community improvements. It is a reflection of area residents, business owners, elected officials, and other interested stakeholders at the time of creation.

A number of recent zoning cases along this corridor have challenged the recommendations of the 2003 plan which recommends single-family residential along this stretch of Brown's Ferry Road between the existing commercial nodes. A changing land use pattern since 2003 has prompted Councilman Chip Henderson to seek the professional guidance of the Regional Planning Agency to perform a thorough review of the current plan, and evaluate other uses, both residential and non-residential.

### STUDY AREA PROFILE

According to the 2003 Lookout Valley Land Use Plan, the total population for Lookout Valley was 5,209 persons (as reported in 2000 census). The 2010 census reported an increase in the population to approximately 5,725 persons. An increase of approximately 516 persons in 10 years.

In Lookout Valley, residential, commercial, and industrial land uses are generally separated by geography or highways. The 2003 plan revealed that approximately 1/3 of the land is vacant, primarily because of the area's topography and soils. Just over 1/5 of Lookout Valley was residential (mostly single-family). Commercial use accounted for approximately 1% of the total land area in Lookout Valley. Typical suburban strip commercial uses were, and still are, found along Browns Ferry Road and Cummings Highway with additional interstate-oriented commercial uses such as hotels, gas stations, and fast food restaurants near the interstate exists.

For more information regarding the Lookout Valley area profile refer to the 2003 plan: [http://www.chcrpa.org/Projects/Land\\_Use\\_Plans/Lookout%20Valley%20\(2003\)/Lookout\\_Valley\(2003\).htm](http://www.chcrpa.org/Projects/Land_Use_Plans/Lookout%20Valley%20(2003)/Lookout_Valley(2003).htm).



Figure 1 Site Boundary

## BACKGROUND

### RELEVANT HISTORY

In 1966 Interstate-24 through Lookout Valley was completed bringing additional opportunities to the area. In 1974, the majority of Lookout Valley was annexed into the City Of Chattanooga. As the years progressed, additional development occurred, and in 1984/85 the Interstate 24/Browns Ferry Road interchange was improved. Additionally, Browns Ferry Road was widened to the 5 lanes one experiences today south of I-24.

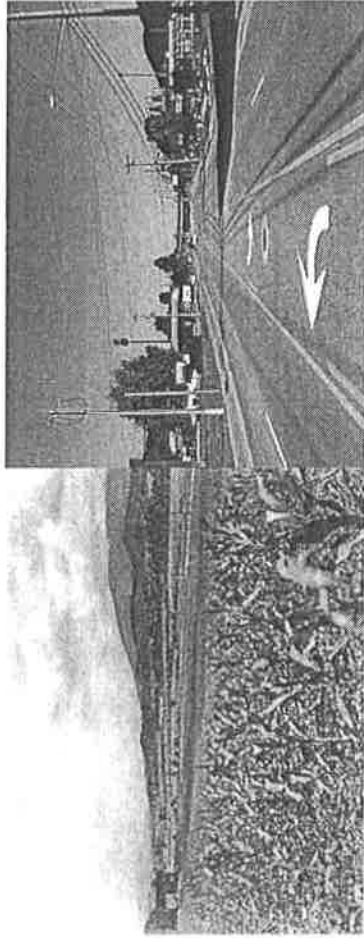


Image 1 Brown's Ferry Road in the 1920s, looking southwest

Image 2 Brown's Ferry Road October 2017

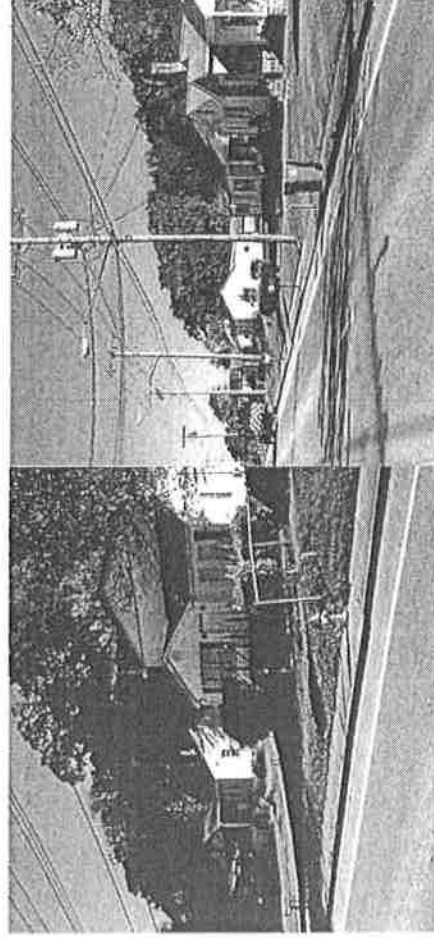


Image 3 Brown's Ferry Road October 2017

Image 4 Brown's Ferry Road October 2017

### 2003 LOOKOUT VALLEY PLAN ISSUES AND GOALS

In 2003, residents were generally content with the "small town" residential character of Lookout Valley, but felt there were areas for improvement. Members of the community pointed out that a greater variety of quality housing was needed, particularly in the \$75,000 to \$150,000 range. The median household income for the area was \$38,450 in 1999. According to the U.S. Census Bureau, 2011-2015

American Community Survey 5-year estimates, the median household income has risen to \$53,889. In 2003, community members believed well-designed townhome and patio home developments would meet some of the housing needs of the community. Other forms of medium density housing such as apartment buildings or mobile home parks were not desired. However, residents did acknowledge medium density development was appropriate near Cummings Highway and Interstate-24. Today, participants from this study mirrored those opinions expressed in the 2003 plan.

At every public meeting held in Lookout Valley during the 2003 planning process, residents raised the issue of the lack of variety of restaurants, shops, and family entertainment in the area. In particular, residents wanted a "quality sit-down restaurant." In addition, most residents wanted to limit the number of new hotels, motels, and fast food establishments in the area because these types of uses were seen as detracting from the character of Lookout Valley without improving the quality of life of the residents.

The 2003 land use plan outlined the following goals:

- 1. Neighborhood Protection.** Protect the character of existing neighborhoods by discouraging spot commercial zoning, and by using substantial vegetative buffers to protect residential areas from the impact of commercial or industrial development.
- 2. Pedestrian Connections.** Make neighborhoods more pedestrian friendly by incorporating sidewalks and/or pedestrian paths throughout new developments and busier through streets.
- 3. Safety.** Eliminate speeding and promote safety in neighborhoods.
- 4. Housing Opportunities.** Provide a greater variety of housing opportunities, particularly for young families and senior citizens, improve housing mix, and provide alternatives to mobile homes for affordable housing by encouraging medium density development in areas with adequate infrastructure.
- 5. Variety.** Reduce the need for residents and tourists to travel outside the community for shopping or dining by increasing the variety of quality of retail, eating, and family-friendly entertainment establishments in the area. Develop mixed-use nodes to increase shopping, dining, and entertainment in the area.
- 6. Revitalization.** Revitalize existing commercial centers and parking as an alternative to creating new "strip" commercial by creating incentive programs to revitalize, and reducing the number of curb-cuts enabling controlled access and avoiding excessive turning movements.
- 7. Beautification and Signage.** Improve the appearance of the gateway and commercial core areas by developing a gateway beautification program for the two interchanges, including attractive signage that identifies destinations in Lookout Valley. Where possible, incorporate public art and open space into both development and redevelopment projects while targeting streetscaping and pedestrian improvements in core commercial areas.

**8. Multi-Generational Approach.** Provide family-friendly entertainment and recreation opportunities for citizens of all ages.

During this 2017 update, the RPA took these core goals and tailored a survey to gain a better understanding of how these goals may have changed, or shifted, since 2003. The survey results indicate these goals have not changed. The community is still interested in revitalizing the area, safety, and creating opportunities for variety in housing and leisure activities. The survey results presented later in this report will demonstrate the community's value and commitment to maintaining these eight goals.

## EXISTING CONDITIONS

### ENVIRONMENTAL CONDITIONS

The Lookout Valley development has been heavily influenced by steep topography and it will continue to shape development opportunities in the future [Figure 2]. Additionally, the valley's development is influenced by streams and rivers. A good portion of the property in the study area is located within a 100-year floodzone. Three factors are important in understanding the 100-year floodzone. 1) There is a 1% chance of flooding in the area any given year; 2) Any development within a floodzone needs to meet the requirements outlined in the municipal jurisdiction; and 3) All stormwater run-off needs to remain on-site.

Topography in the area can be described as gently sloping to moderately steep in areas. Soil is moderately well drained, and has a clayey subsoil that is poorly suited to septic systems and building site development.

### PEDESTRIAN AND BICYCLE FACILITIES

Sidewalks are located along this stretch of Brown's Ferry Road. At the time of the 2003 land use plan there were no bicycle facilities in the study area; however, in the last few years bicycle lanes, bicycle traffic boxes, and striping were added to facilitate bicycle traffic along Brown's Ferry Road. The Chattanooga Bicycle Club lists the Tiftonia-Burkholter Gap Route as a "favorite Sunday afternoon ride." This route starts in Lookout Valley at the Bi-Lo shopping center on the corner of Brown's Ferry Road and Kelley's Ferry Road and then heads south on Wauhatchie Pike into Georgia.

### PUBLIC TRANSPORTATION

Because of the limited population base in Lookout Valley, the area is not currently served by fixed route transit.



Figure 2 2017 FEMA Floodzone Map



## PROPOSED ZONING & LAND USE (2003 PLAN)

Commercial property is primarily restricted to the major intersections of Interstate-24 and Brown's Ferry Road as well as Cummings Highway and Brown's Ferry Road. The stretch between the commercial intersections are primarily single-family residential and religious facilities, and some vacant and utility properties [Figure 3].

### RESIDENTIAL

All residential within the site boundary is single-family and accounts for approximately 41% of the land use. In the 2003 plan, residential land use was divided into three categories: 1) Open Space Residential, 2) Low Density Residential, and 3) Medium Density Residential. *Open Space Residential is intended for detached or attached, single-family dwellings with a density of one to four units per acre. Low Density Residential is intended for detached, single-family dwellings with a density of one to four units per acre. Medium Density Residential is intended for single-family dwellings, townhomes, and patio homes with a density of five to eight units per acre.*

Medium density residential was considered appropriate in areas that were closer to Cummings Highway and Interstate-24 rather than in the outlying areas of Lookout Valley according to the 2003 land use plan. This would maximize the use of existing infrastructure and protect the single-family nature of several of the area's older neighborhood.

### COMMERCIAL

Three commercial land use classifications were developed for the 2003 Lookout Valley Area Plan: 1) Neighborhood Commercial; 2) Highway Commercial; and 3) Village Center. The types of uses which are recommended under each classification are similar; however, the size and scale of development differ. For example, in a neighborhood commercial area, shops or services in buildings which are of a residential scale would be appropriate, but a commercial "super center" would be too large.

*Neighborhood Commercial is intended to promote, protect, and sustain the vitality of a neighborhood by allowing the development and maintenance of small commercial and service enterprises which are both compatible with and complementary to residential properties. Uses would include retail sales, services, or other uses which would be a benefit or convenience to the majority of residents. Uses which generate high volumes of traffic, such as fast food restaurants with drive-through windows would not be appropriate.*

*Highway Commercial is intended to promote the clustering and development of commercial facilities which are directly dependent upon transient patronage or are otherwise clearly related to traffic along highways and major thoroughfares. Uses would include restaurants, hotels, service stations, and larger commercial centers. Highway commercial uses will have a substantial impact on the community and therefore must have proper analysis.*

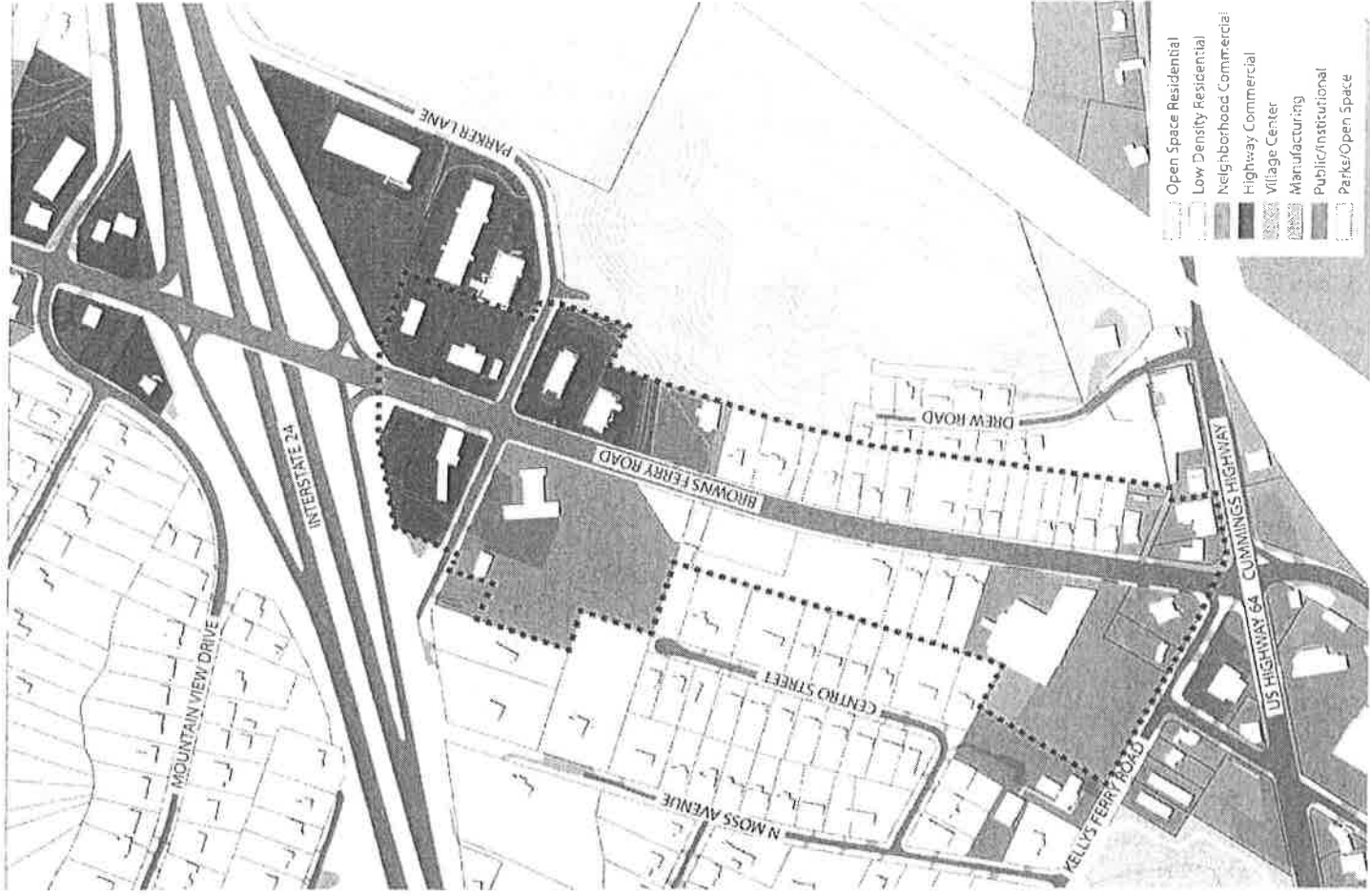


Figure 3 2003 Proposed Land Use Plan



Village Center is designed to encourage the creation of pedestrian-oriented, mixed-use developments that provide shopping, housing, business, and personal services. These developments are intended to promote an efficient, compact land use pattern, and attractive community through the use of recognized principles of good design. As an incentive, this district should have flexible land use and development standards.

**OTHER LAND USES**

The 2003 Lookout Valley Land Use plan outlines the other land use categories. They are not listed in this policy update because those uses do not exist within the boundary. For more information refer to chapter 3 of the 2003 plan: [http://www.chcrpa.org/Projects/Land\\_Use\\_Plans/Lookout%20Valley%20\(2003\)/Lookout\\_Valley\(2003\).htm](http://www.chcrpa.org/Projects/Land_Use_Plans/Lookout%20Valley%20(2003)/Lookout_Valley(2003).htm).

**ZONING**

Figure 5 shows the current zoning for this stretch of Brown's Ferry Road as of June 2017. The site has three zones within the boundary, 1) C-2 Convenience Commercial Zone; 2) R-1 Residential Zone; and 3) R-4 Residential Zone. Commercial areas are primarily situated at the intersections. The R-4 Residential zone allows for offices, retail uses and beauty shops. With exception of a rezoning in 2012 for a Dollar General, the zoning in this area has remained unchanged since 2003.

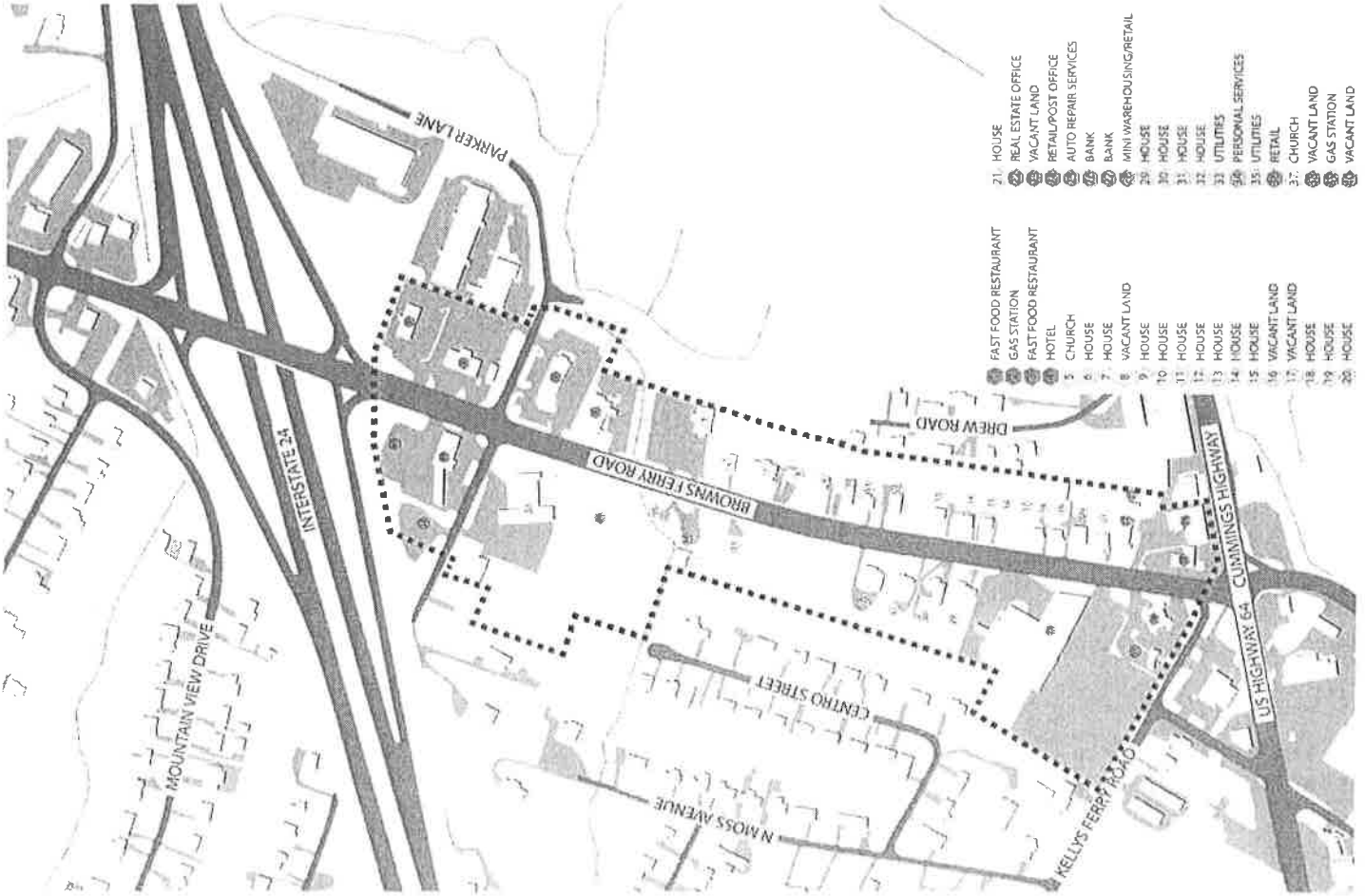


Figure 4 Brown's Ferry Road 2017 Existing Uses Map

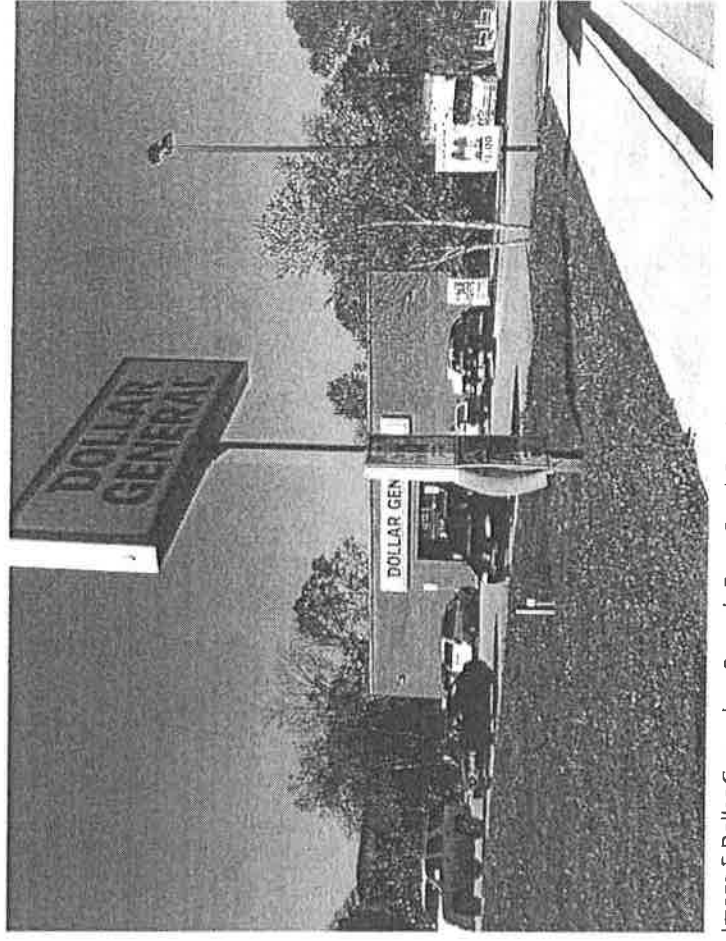


Image 5 Dollar General on Brown's Ferry Road Oct. 2017

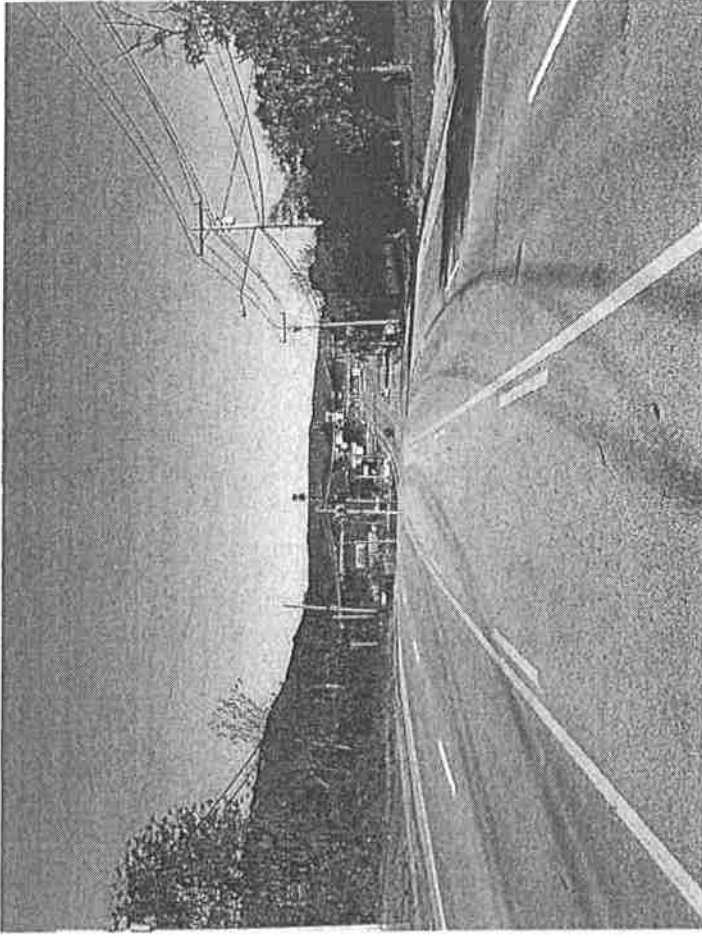


Image 6 Brown's Ferry Road Oct. 2017 looking toward Interstate-24

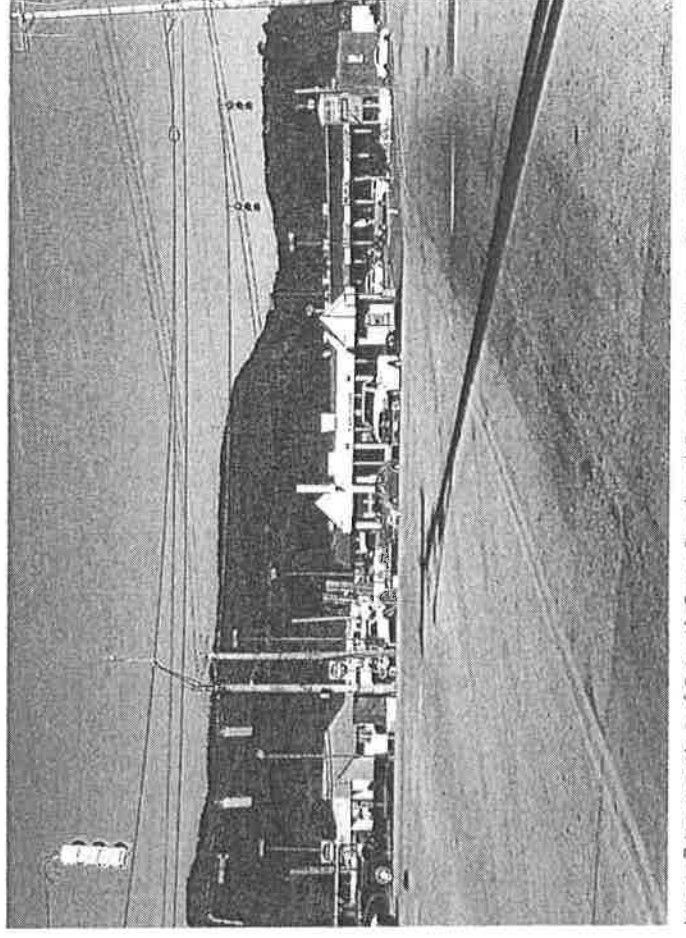


Image 7 Intersection of Brown's Ferry Road and Cummings Highway Oct. 2017

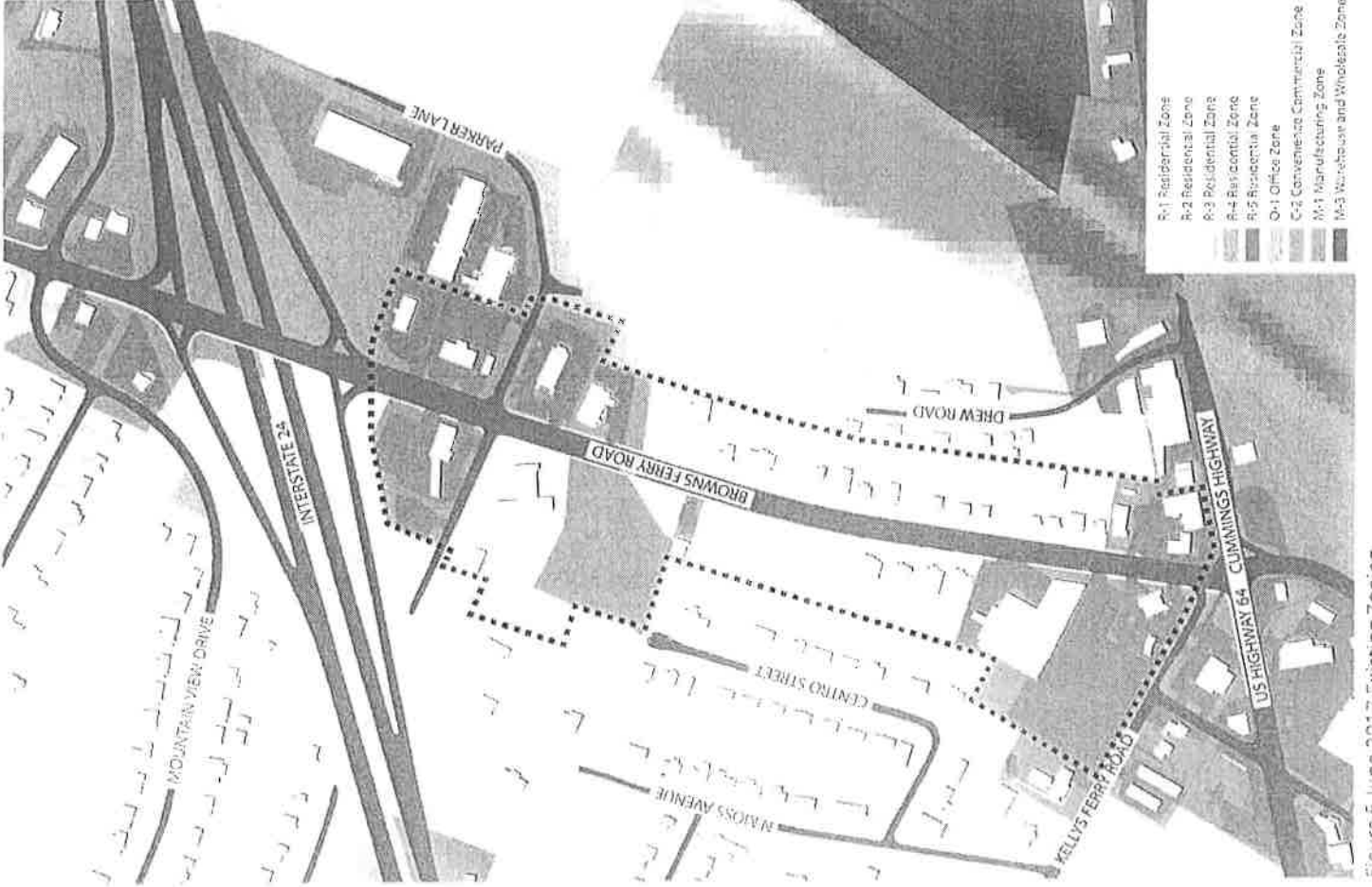


Figure 5 June 2017 Existing Zoning

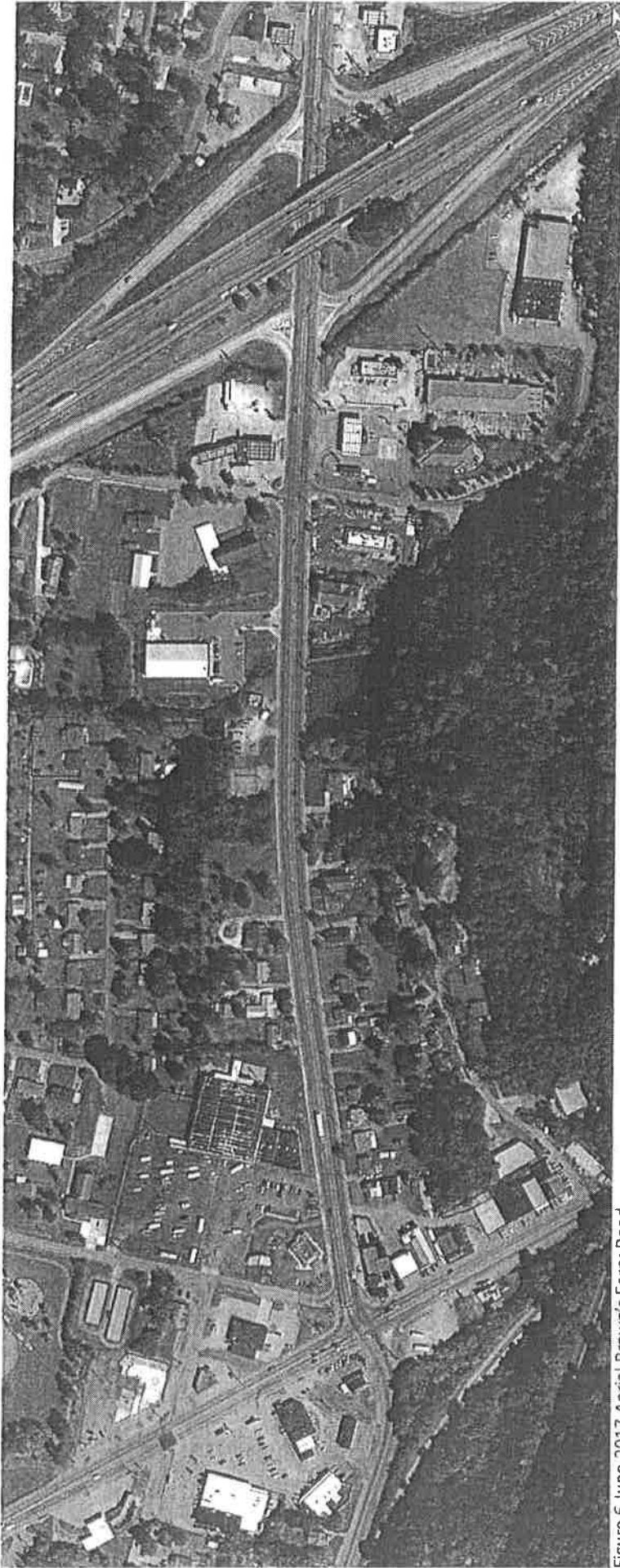


Figure 6 June 2017 Aerial Brown's Ferry Road

## SURVEY RESULTS

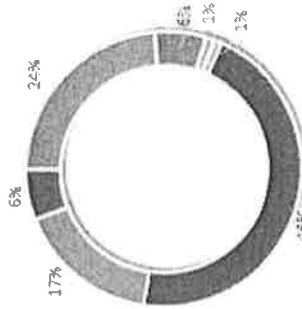
A survey was conducted on October 5th at the John A. Patten Recreation Center to inform the Brown's Ferry Road Land Use Policy update. The Regional Planning Agency (RPA) worked with the Lookout Valley Neighborhood Association and the area's two elected officials Chip Henderson (City Councilman) and Joe Graham (County Commissioner) to determine an appropriate land use future for the section of Brown's Ferry Road between Interstate-24 and Cummings Highway.

The Lookout Valley Neighborhood Association notified area residents about the meeting while the RPA mailed letters to each parcel owner within the boundary describing the purpose and meeting date. There were 70 survey respondents; 21 had property within the site boundary. There are 40 parcels within the site boundary with several belonging to the same owners.

### 1. Which of the following describes you?

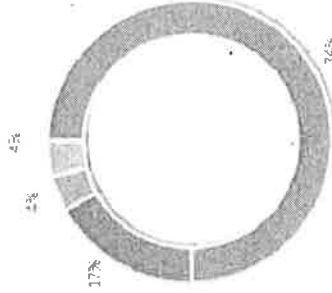
Forty-six percent (46%) of the survey respondents live or own a business outside the boundary area, but they represent a large portion of the Lookout Valley population that interacts with this area and have an interest in the future land use decisions. There were 21 respondents that own, rent, or have commercial property within the study boundary. Of those 21 respondents, 74% of them own a residential property within the site.

All Respondents



- Residential property owner within boundary
- Commercial property owner within boundary
- Rent a house within boundary
- Run a business within boundary
- Live or own a business outside the boundary
- Other
- Unanswered

Respondents Within Boundary



- Residential property owner within boundary
- Commercial property owner within boundary
- Rent a house within boundary
- Run a business within boundary

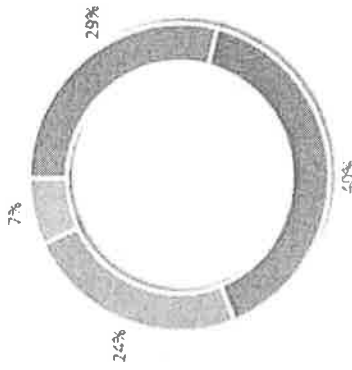
**2. The existing single-family residential uses should remain single-family residential.**

We asked this question to determine how people feel about the 2003 Lookout Valley proposed land use of low-density residential. There has been some recent interest in rezoning parcels within the boundary to land uses other than low density residential uses.

There was a wide mix of answers to this question from both respondents within the boundary and all respondents.

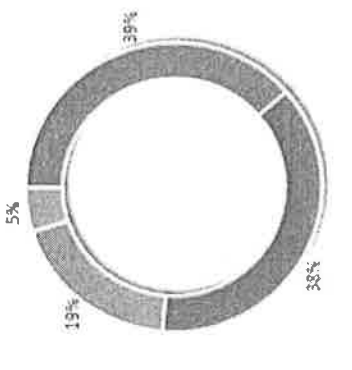
Of all the respondents taking the survey, 29% agree that this section of Brown's Ferry Road should remain single-family residential, 24% had no opinion, and 40% disagree. Of the respondents that rent or own property within the boundary, 39% agreed that it should remain single-family residential, 19% had no opinion, and 38% strongly disagreed the parcels should remain single-family residential.

Remain Single-Family  
all respondents



- Agree
- Disagree
- No Opinion
- Unanswered

Remain Single-Family  
respondents within boundary



- Agree
- Disagree
- No Opinion
- Unanswered

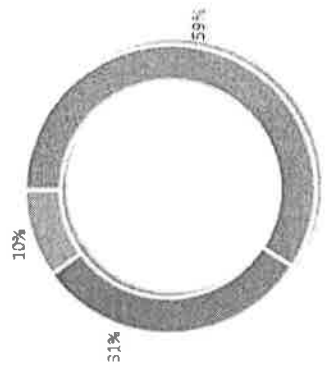
**3. The existing single-family residential uses should be re-zoned for different uses?**

This question was another attempt to gauge the community's thoughts on allowing zoning that is not single-family residential. In conversations between attendees and staff, some respondents felt that only people who own property should have a say in this question and question 2. That is why some respondents left this question unanswered (10%). Of the total survey respondents, 59% believe this area should be rezoned for uses other than single-family. Thirty-one percent (31%) believe this area should not be rezoned from single-family residential.

Of the respondents that rent or own property within the boundary, 62% believe parcels should be rezoned while 33% feel zoning should remain as indicated in the 2003 land use plan.

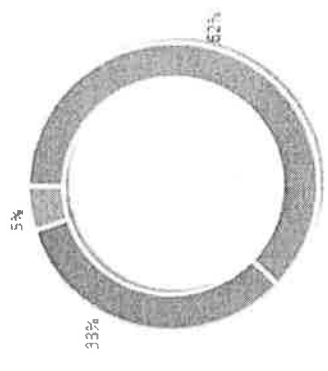
Note: The RPA informed participants that this study will not result in an automatic rezoning of property. This is a study to determine the appropriateness of uses/zoning outside of single-family residences. This information provides the City Council members an updated vision for property located within the boundary.

Rezone  
all respondents



- Yes
- No
- Unanswered

Rezone  
respondents within boundary



- Yes
- No
- Unanswered

**4. Check all the uses that you would potentially like to see here.**

This question was asked in order to gain an understanding of what uses the public believes would be appropriate if the parcels were rezoned. Of all respondents, the following stood out as acceptable uses: sit-down restaurants (64%); small businesses such as a bakery, appliance repair, dentist, etc. (59%); medium size business (53%); larger business (43%); mixed-use development (43%), and fast food restaurants with drive-throughs (30%).

Of the respondents who own or rent property within the boundary, sit-down restaurants (17%); small businesses (16%); larger businesses (11%); mixed-use development (11%); fast food restaurants with drive-throughs (10%); medium size businesses (10%); and gas stations/convenience stores (10%) stood out as acceptable uses. All other uses reported less than 10%.

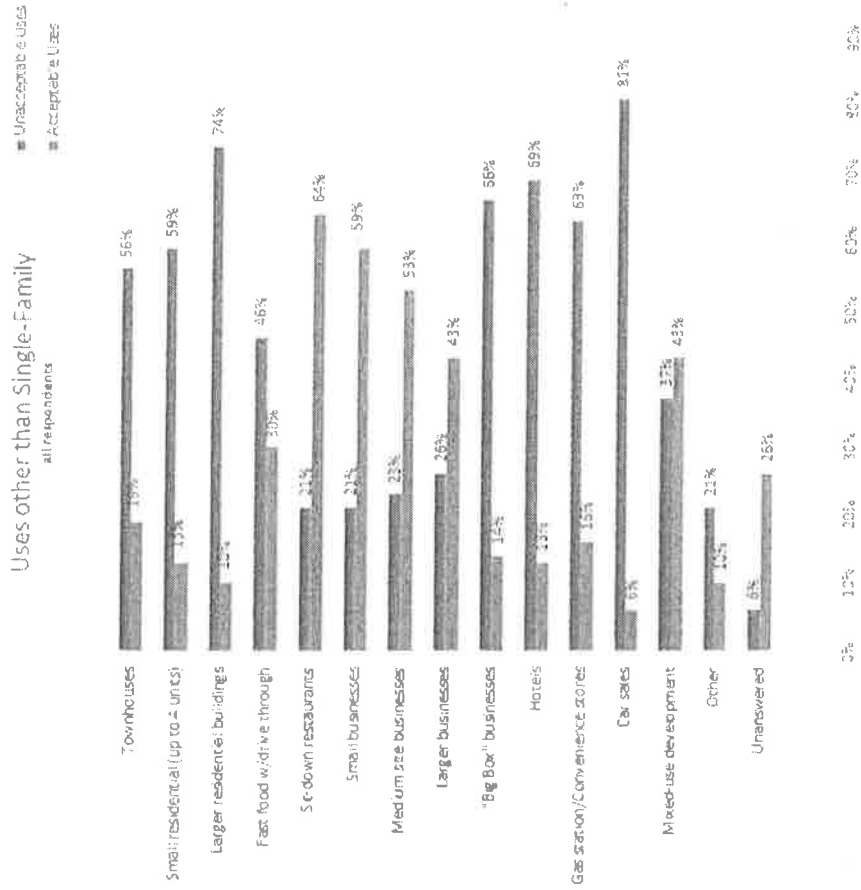


Most respondents that answered "other" indicated they would support a grocery store in this area, but not other businesses of similar size. The options respondents could choose from in questions 4 and 5 are listed:

- Townhouses
- Small (up to 4 unit) residential buildings
- Larger residential buildings
- Fast food restaurants with drive-through
- Sit-down restaurants
- Small businesses such as bakery, appliance repair, dentist, etc.
- Medium size businesses, such as a dry cleaner, branch banks, etc.
- Larger businesses, such as drugstores, grocery stores, theaters, etc.
- "Big Box" businesses, such as Lowes, Wal-mart, etc.
- Hotels
- Gas station/convenience stores
- Car sales
- Mixed-use development with a combination of shopping, housing, and business or personal services
- Other \_\_\_\_\_

**5. Check all the uses that you would not like to see here.**

This question allows the RPA to determine what uses the public deemed unacceptable for this stretch of Brown's Ferry Road. Of all respondents, the following stood out as unacceptable uses in this area: townhouses (56%); small residential buildings (59%); larger residential buildings (74%); "big box" businesses (66%); hotels (69%); gas stations (63%); and car sales (83%).



Of the respondents who own or rent property within the boundary, the responses were very similar. The most notable uses deemed unacceptable were larger residential buildings (17%) and car sales (19%). All other responses were between 9%-14% with exception for those who didn't answer or checked other.

Most respondents that answered "other" did not want to see pawn shops, check cashing stores, or businesses that have outdoor displays that might be considered an "eyesore."

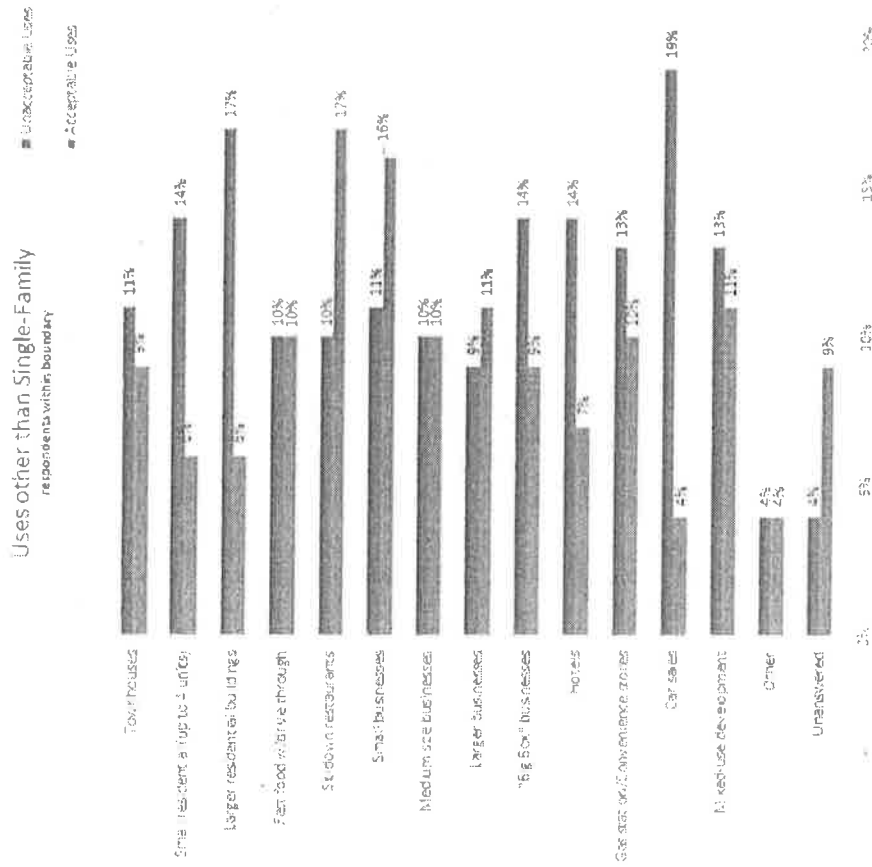
A few other questions were asked to gain a better understanding of how the respondents feel about signage, parking, and additional restrictions on new private development. A majority of the respondents wanted to limit the height of signs (86%) and 39% did not want to allow illuminated signage. Additionally, a majority of respondents wanted to require parking in the rear or side of the development (66%). Fifty-seven percent (57%) of the respondents felt that additional restrictions on new private development was acceptable.

Note: The RPA did not provide participants with any standards in making their decisions regarding signage height. A discussion regarding monument signs versus highway signs was brought up during the first public meeting. A majority of the participants indicated they would rather have monument signs over highway signs. More investigation into sign standards is necessary to draw adequate conclusions regarding public interest in this matter.

## RECOMMENDATION

The survey results indicate a change for this section of Brown's Ferry Road could be appropriate if the uses were limited. The participants indicated a desire to see more sit-down restaurants, and thought small, medium, and/or large businesses were appropriate. They also indicated a mixed-use development could be appropriate in this area. During meetings, attendees said they wanted to make sure traffic could be managed and wanted this area to be aesthetically pleasing since it is one of two gateways into the Lookout Valley area. There was a huge concern that businesses not display merchandise outside permanently.

Taking the information from all meetings and the survey, the RPA recommends this area's proposed Lookout Valley Land Use Plan Map be changed from low density residential to neighborhood commercial (Figure 7). As mentioned earlier, neighborhood commercial is intended to promote, protect, and sustain the vitality of a neighborhood by allowing the development and maintenance of small commercial and service enterprises which are both compatible with and complementary to residential properties. Uses would include retail sales, services, or other uses which would be a benefit or convenience to the majority of residents. Uses which generate high volumes of traffic would not be appropriate.





Furthermore, the RPA recommends this area utilize C-5 zoning as future rezoning requests are made, to accommodate the neighborhood commercial land use. The intent of the C-5 zone meets the needs of neighborhood commercial. It allows for the following uses:

1. Grocery stores, provided that no gasoline pumps and/or car washes shall be permitted as either a principal use or an accessory use, drug stores, bakeries, meat and fish markets, hardware, stationery stores, shoe stores, florists, and music stores.
2. Barber shops, beauty shops, cleaning and laundry establishments (including coin operations), shoe repair shops, repair establishments for household articles and appliances.
3. Offices, studios, medical and dental clinics, banking facilities.
4. Dwellings, excluding factory manufactured homes constructed as a self-contained unit and mounted on a single chassis, when these dwelling units are located within the same building as the principal permitted use.
5. Additionally, restaurants with fewer than fifty (50) seats and no drive-thru or drive-in or curb service are allowed with a special exceptions permit issued by the board of appeals.

Although the participants did not want to see more dense residential zoning along this section of Brown's Ferry Road, the RPA feels it is also appropriate. Medium density residential as outlined in the 2003 plan does fit well into this section of Brown's Ferry Road. The 2003 plan indicated that *medium density residential development was considered appropriate in areas that were closer to Cummings Highway and I-24 rather than in the outlying areas of Lookout Valley. This would maximize the use of existing infrastructure. The most appropriate zoning tool would be R-3MID. The uses are restricted to four-family dwellings or less, meeting the intent of medium density residential. For more information regarding zoning refer to Chapter 38 of the Chattanooga Zoning Ordinance: [https://library.municode.com/tn/chattanooga/codes/code\\_of\\_ordinances?nodeId=15385](https://library.municode.com/tn/chattanooga/codes/code_of_ordinances?nodeId=15385).*

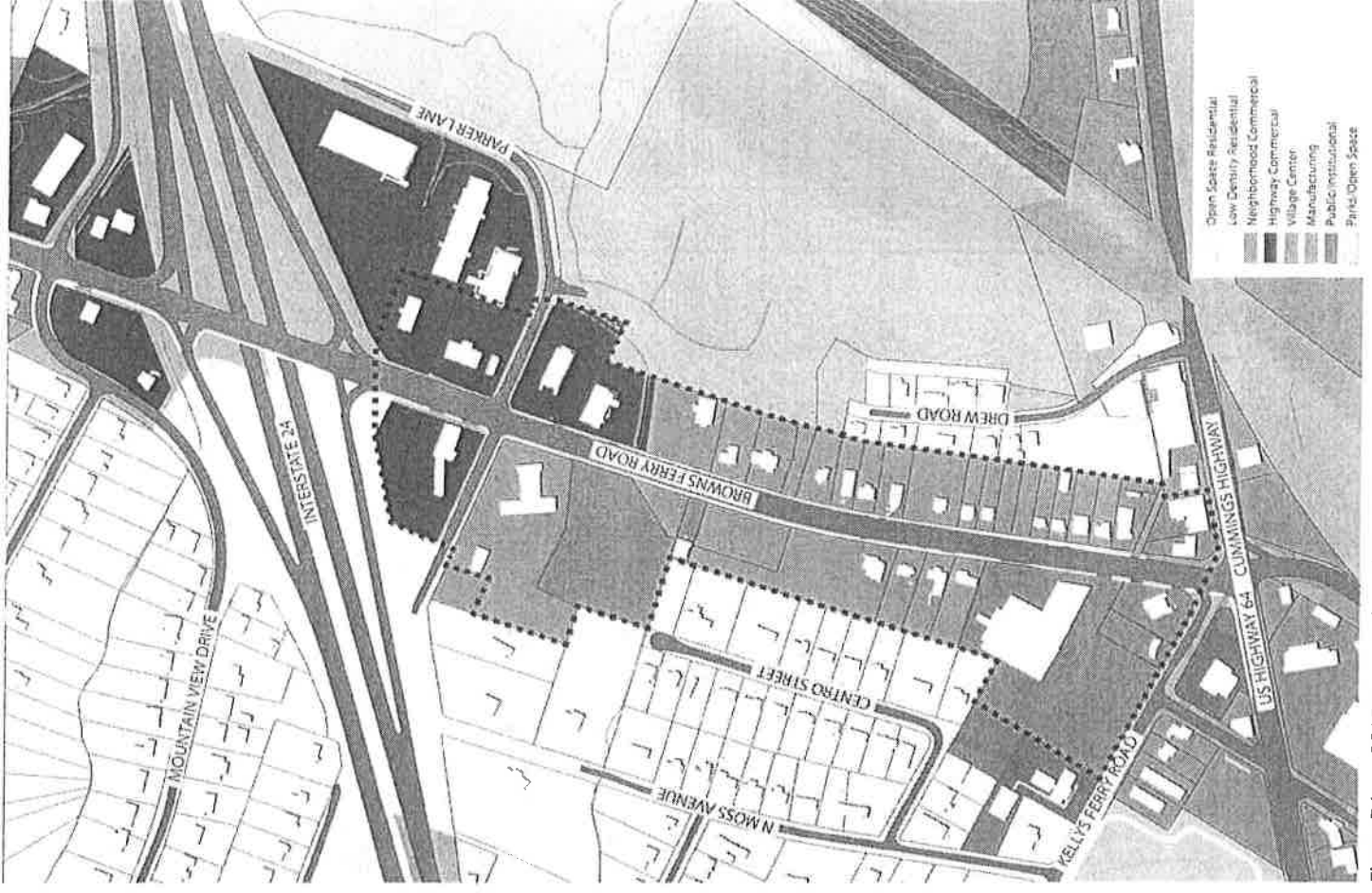


Figure 7 June 2017 Proposed Land Use Policy Update